43rd YEAR OF PUBLICATION

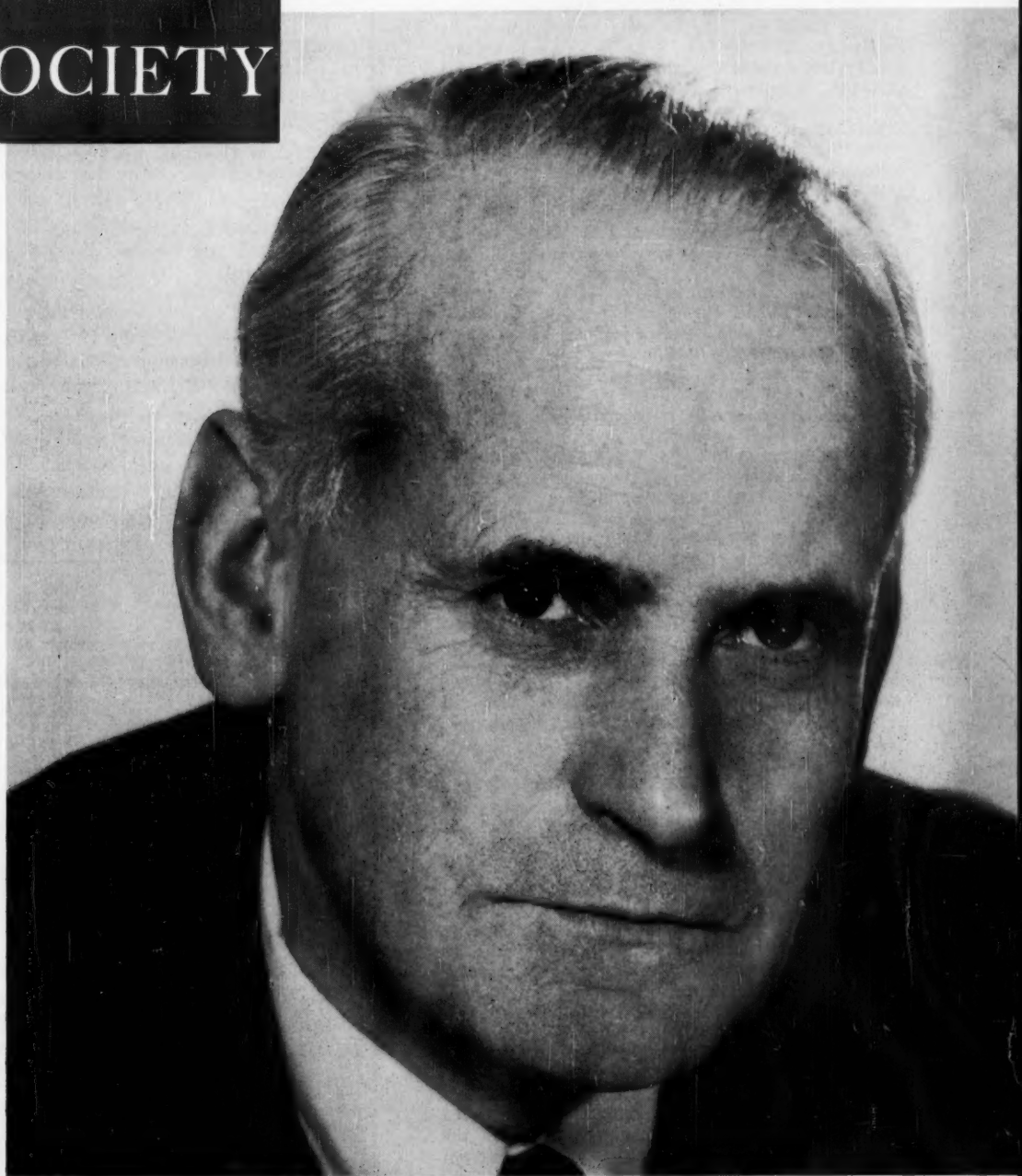
SCHOOL AND SOCIETY

FEDERAL AID TO COLLEGE STUDENTS

CANADA'S CRISIS IN HIGHER EDUCATION

TV AS COLLEGE TEACHER

March 30, 1957



Sir Ifor Evans: British Views of Higher Education (See Page 99)

Educational Ticker Tape

If additional, detailed information is desired concerning news items in this column, write to SCHOOL AND SOCIETY'S Information Service, enclosing 25 cents for each item requested.

Membership in Allied Youth, the scientific alcohol education program for teenagers, increased to 17,768 or 20% over figures for 1955. Founded in 1931, Allied Youth has formed posts as extracurricular activities and educational clubs in high schools, and today there are 176 such posts in the U. S. and Canada. Each post holds at least two monthly gatherings: an educational meeting to discuss alcohol information and a social meeting featuring "Fun without Drinking" for the younger set . . . **Teaching high-school physics by telefilm** will be tested in about 70 Wisconsin communities throughout the next school year, beginning in Sept., by the University of Wisconsin and its Extension Division. Directing the project are W. A. Wittich, director of the university's Bureau of Audio-Visual Instruction, Milton O. Pella, professor of education, and Charles Wedemeyer, director of correspondence study. The purpose is not to see whether students can get along without a teacher, but to see how much telefilms can enrich the teaching of modern science in high schools.

A nation-wide effort to improve university instruction and research in problems related to aging will be financed by a grant of $203,940 to the University of Michigan by the National Institutes of Health of the U. S. Public Health Service. Sixteen universities throughout the U. S. have agreed to co-operate with the University of Michigan in using the funds to establish a Training Institute in Social Gerontology . . . **The University of Istanbul** has invited the Columbia University School of Law and the Michigan Law School to join in a co-operative international legal studies project sponsored by a Ford Foundation grant. An additional grant from the foundation to Columbia University, providing $5,000 for each of five fellowships, will enable a selected group of young law teachers, who already have demonstrated outstanding promise in legal scholarship, to spend a year in reflective study and thus acquire deeper insights into the functioning of law in society and into law's sources, philosophy, and relationships with other social sciences and institutions.

A major revision in the curriculum of New York University's School of Commerce, Accounts, and Finance, effective 1957-58 academic year, establishes majors and minors in terms of fields or areas rather than departments and, therefore, makes it possible for a major or minor to include courses from several departments. Students will be required to take at least 40% of their total studies in general education courses, including sociology, mathematics, written and oral English, psychology, literature, philosophy, government, and science . . . **Physical examinations for students** admitted to the Pennsylvania State University will be performed by their local home physicians rather than at the university, effective this Sept., because larger en-

(Continued on page 112)

SCHOOL AND SOCIETY

MARCH 30, 1957

Volume 85 **Number 2108**

COVER

Sir Ifor Evans, provost, University College, University of London.
British Information Services

ARTICLES

British Views of Higher Education
Sir Iford Evans 99

Federal Aid to College Students
Charles A. Quattlebaum 104

Synthesis of Traditional and Functional Subjects ..... *Howard Putnam* 106

REPORT

Canada's Crisis in Higher Education
C. T. Bissell 107

CORRESPONDENCE

TV as College Teacher
Charles E. Packard 108

EVENTS

The College Instructor and Educational Television; Mathematics for Social Science Students; U.S.A. Compared with U.S.S.R.; Inexpensive Books for Ethiopians 110

Recent Publications 114

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Education's International Journal

British Views of Higher Education[1]

By SIR IFOR EVANS

Provost, University College, University of London

UNIVERSITY EDUCATION in Britain began in a number of private institutions, supported by private funds. The most ancient were Oxford and Cambridge and the Scottish universities. Even the newer universities—London, the first, and Manchester, Liverpool, and the others—began as private institutions. Their budgets depended on the income of fees and on private gifts and, to some extent, on contributions from the government of the locality or city, Manchester or Liverpool, or wherever it was.

The great change that has come over the universities in the last 70 years has been the receipt of funds from the national government. The government did not go out to capture the universities. On the contrary, the universities had to force grants from the government, and, at first, very grudgingly they came. It was Sir William Ramsay, the great chemist of University College, London, the discoverer of the inert gases, who began the movement and succeeded in 1889 in obtaining the first government grant. The government gave £15,000 as a total grant for all the universities. University College, London, got £1,500.

Ramsay said: "It is not quite a ridiculous sum, but we must regard it as the thin end of the wedge, and go on trying to increase it." It certainly has increased; for University College alone, for 1955-56, the grant was nearly £923,000, though this sum includes a certain amount of a grant from London as well as from the national government. In very general terms, that represents over $2,500,000 every year. In addition, the government gives grants for buildings and major equipment. Every university in Great Britain now shares in a government grant. In Oxford and Cambridge, the colleges are still independent, but the university, the main organization for teaching and research, is in receipt of a grant. There is thus a great organizational difference between Britain and the United States. Nor is this organizational difference superficial. In my view, it affects everything else.

Apart from Oxford and Cambridge, all the newer universities in Britain suffered in all their early years from inadequacy of funds, and, although resources have enormously increased, they still do suffer. This has meant that, in the past, only a small part of the population received university education. This was not solely a question of funds; it was also a question of general policy. At the end of the war it was calculated that rather less than two per cent of the population reach the universities.

It was estimated in 1946 that only about one in five of the boys and girls who have intelligence equal to that of the best half of the university students actually reach universities ("Scientific Man-Power, 1946"). A government committee (the Barlow Committee), which sat in 1945-46, stated that "even if the student population of the British universities were doubled we should still fall short of a number of European countries and certainly of the United States of America in the relative provision we have made for higher education."

In the last 10 years an attempt has been made to double the numbers. It has come in a decade when there has been much war damage to cope with and when the heavy demands made on the resources of the building industry have made building difficult. I have never been able to discover why it requires a world war to give a push to higher education in Britain. The numbers have not actually been doubled but large increases have been made.

In 1938-39, the last prewar year, the number of full-time students was 50,246. In 1949-50, the peak year of the postwar period, 85,421 was reached. But we were then dealing with ex-service men and women and working under very crowded conditions. In 1952-53, the numbers had settled down at 81,474. This increase came about as a decision of government policy, following the 1946 report on "Scientific Man-Power." The war had shown how inadequate was the supply in Britain of trained and qualified scientists.

The members of the committee indicated that the national need for scientists would increase

[1] Address, conference on "The Future in Higher Education," New York University, Sept. 27, 1956.

in the technological age which would follow the war. It was to the doubling of the number of scientists that the committee was primarily directing its attention. At the same time, the committee did slip in a word for the humanities, stating that it attached "very great importance to the atmosphere of an association of men and women which takes all knowledge for its province and in which all branches of learning flourish in harmony. Such an atmosphere has a great part to play in completing any student's education and preventing him from becoming a narrow and cloistered specialist" ("Scientific Man-Power, 1946"). The English universities began as places for the study of theology and the humanities. Now the humanities were receiving the crumbs, rather generous crumbs, that fell from the scientists' table.

Of course, arts students are cheaper than science students, for science students require laboratories and apparatus. In 1938-39, of the total number of full-time students, 44.8% were arts students and only 15.5% science students. By 1951-52, the situation had changed to the extent that there were 20.4% science and 43.1% arts students. The rest were spread over other studies. For instance, technology was separately listed 10.5 in 1938-39 and 12.2 in 1951-52.

What are the consequences and possibilities of these developments? First, there is development, but with that development there has come a closer relation between the university and the state. In the first place, the great majority of full-time students are maintained either by the state or by the local authority—that is, by the cities, London, Liverpool, etc.—from their local taxes or in the country areas by the counties. For instance, in 1951-52, 72.4% of the total number of full-time students were financially assisted. In 1938-39, the percentage was 41.1. The increases for Oxford and Cambridge are the most significant:

	1938-39	1951-52
Cambridge University	39.0	67.8
Oxford University	55.2	71.7

At one stage in the five years after the war, the number of assisted students at Oxford was as high as 82.2% and 79.8% at Cambridge. It would be no longer realistic to regard Oxford and Cambridge as the universities of the wealthy and the leisured. They are largely the universities of able young men and women drawn from all classes and the ability is one to pass competitive examinations.

The fact that the great majority of Britain's university students are financially supported has a number of important consequences. The picture is very different from that in the United States. The most important result is that the British student's life is dominated by examinations. They must pass an examination at a competitive level to get a place in a university. For women the competition is even more severe—to my mind, too severe. It is more severe because the number of places for women is more limited. The achievement of these students in the universities will be assessed again by an examination, usually one extended examination, a single trial that may last several days. This places a heavy toll on students. Many think too heavy a toll.

Some English educationalists look with envy on the free life of the American student. We are told that the American student can ultimately work his way through college. That system does not exist in Britain for the full-time student. Students, of course, try to earn funds by vacation work, but really they ought not to be doing so, as the courses are based on full-time studies, apart from holiday. There is an element of rigidity, of specialization, of pressure owing to the fact that the student is financially dependent and that all depends on an examination.

To what extent is all this affected by the increase of government financial support? I indicated that in 1889 the total of such support was £15,000. By 1936 that sum had reached £2,100,000, and that was the sum right from the beginning of the war in 1939 until 1945. The Socialist Government after the war, partly through its policy of equality of opportunity and partly through consideration for the findings of the Committee on Scientific Man-Power, increased these sums considerably. In 1947-48, the total was £9,000,000. In 1954-55, the grant from the government to all the universities was in round figures: £24,400,000 for recurrent expenditure and £6,200,000 for buildings. That is a total of £30,600,000 ($85,000,000). It is all very small when compared with the budgets of American universities. But in England it is a large sum and it is increasing. Additional financial contributions for the government must lead to increased control. Yet here, in the past, Britain has

been very fortunate. The whole system, not without its complications, and often misunderstood, is admirably described in "Government Assistance to Universities in Great Britain" (Columbia University Press, 1952).

Briefly, all state-aided schools in England come under the Minister of Education. The universities are completely free of the Minister. The financial support to the universities is made direct by the Chancellor of the Exchequer (the Finance Minister) on the advice of the University Grants Committee, which is composed of outstanding and independent figures in the university world. Added to these are a few educational administrators and a few businessmen. The chairman, always a leading university figure, is a full-time official. The present chairman, Sir Keith Murray, was previously the head of a college in Oxford. The committee does not try to control universities in any detailed way. It visits universities only once every five years. Its grants are made for a five-year period. Within the grant the universities have freedom of action.

It seems very simple and there are many that believe that it is too simple—too ideal a system to last. When it is compared with the American system, with all the problems that would arise, for instance, from Federal aid to universities, it must be remembered what a small country Britain is, geographically at least. Any vice-chancellor, or president, in England is within daily reach of London. Even the Scottish vice-chancellors can reach London by an overnight journey or in a few hours by plane. They all know each other. They meet in regular conference with a secretariat. The members of the University Grants Committee are all within easy reach of London. Most of the members are personally and socially known to the vice-chancellors and presidents. Nearly all of them are members of the Athenaeum Club in London. It has been, so far, an extraordinarily happy system by which the universities have had state finance without state control.

Why, then, should we have any fears for the future? The scale of expenditure is increasing. It will have to increase still further, and rapidly, especially if technological and nuclear research is brought under the University Estimates. There is, thus, the danger that the universities might have all the detailed scrutiny of their finances which a Ministry has. This would mean a loss of the freedom that exists today. This, I would estimate, is the main battle behind university education in Britain today. The issue is not much discussed.

There is no pressure by the public to change the system. So far there has been no pressure by politicians. The pressure has come from the Public Accounts Department, whose officials have the right to an over-all scrutiny of public expenditure. They find the university system very untidy. The University Grants Committee stands between them and the finances of the universities. The Public Accounts Department is working for increased control. Indeed, it has been working for 10 years. It has made another attack this year, and a very fierce one, and if a group of politicians followed it up, it would be formidable. Fortunately, so far, public opinion has not lined up behind the Public Accounts Department. *The* (*London*) *Times* answered the attack made recently by the Public Accounts Department on the University Grants Committee: "If Parliament wants a University Grants Committee worthy of their responsibilities then it must keep the implied compact there has always been that the Committee shall be in fact as well as in name a true watertight bulkhead between the State and the academic world. If it does not want this, or if it will not do this, then the day of the British university, which has so long been the admiration of the world, is done." For anyone interested in British universities, this is the important issue. It is a technical issue but a fundamental one.

I can, therefore, report developments in university education. There is an increase in numbers which was certainly desirable; if you have enough intelligence or, more exactly, if you can pass the right examinations at the right time, you can reach a university, whatever your financial position. If your private financial position is weak, you will have to live very carefully during your university career. Further, there is an increase in the resources of the scientific and technological departments which was long overdue. Along with all this, an attempt has been made to increase salaries for lecturers and professors so that university work is a possible profession, though one still not very adequately paid.

The danger of this increased dependence on the state is that there is no university institution completely free. The government is not likely to impose any ideological pressure on universities, but the government has the ultimate control in finance. If I were able to endow one institution in England today, I should endow one completely free university. If University College, London, had some great benefactor who made it completely free of the state, it could flourish as an academy unique in Europe. Oxford and Cambridge have partial freedom. The universities, themselves, are supported by the state. The main Oxford and Cambridge colleges are independent financially and are very wealthy. They still receive benefactions. For instance, Lord Keynes, Maynard Keynes the economist, left his estate of nearly £500,000 to King's College, Cambridge, only a few years ago.

The colleges also have the accumulated wealth of the centuries. They are establishments in which young men live, eat, and have tutors and, if they wish, where they can worship, for most of the colleges have their own chapels. There are also a few colleges for women, of course, but they are much newer. This whole system, which has had such a great influence on the governing classes in England, has, under modern conditions, had its limitations. First, the numbers cannot be easily expanded. Secondly, the whole tutorial system is really based on the study of the classics, or of theology, or, in a modified degree, of history, mathematics, and the modern languages. If you wish to study physics, chemistry, or engineering, you must leave the college system and go out to some larger unit. Further, the older Oxford and Cambridge idea was based on the fact that many young men would go out to India and other parts of the Empire as officials. All that is over. The universities must now prepare for a commercial, industrial, mercantile, and inventive nation, technological and scientific.

Still, the Oxford and Cambridge college system is still free, untouched by the state. Nor do the colleges deal solely with the education of young men. By their fellowship systems the colleges are able to endow brilliant young men for periods varying from three to six years for the prosecution of research. In the past, the system was abused. Some colleges had life fellowships and some fellows did little or no work. Today, taken as a whole, the fellowship system, based on the private wealth of the colleges, gives brilliant young men a freedom to pursue advanced studies and research which they could obtain in no other way.

I have tried to emphasize that we are in a period of development—of development in a period of difficulties and of a development that has some features with which few of us are satisfied. The best feature is that university education is no longer exclusive or a privilege of one class in our society.

In my own college, University College, London, the earliest of all the university institutions apart from Oxford and Cambridge and the model for all the modern English universities, half of the buildings were destroyed during the war. We had to take the extra postwar numbers under conditions that physically were little better than a shambles.

We still cannot give to our students the social facilities, the halls of residence that we should like. We have tried not to fall in academic standards. I do not feel that we have. In London, at least, especially in some of the sciences, in chemistry and physics, the standards are higher than before the war.

As a result of all these conditions, many of us feel that the life of the student is more regimented than it used to be. He must pass his examinations or someone else will take his place. There is still a great pressure for university places. The students' university life is likely to become increasingly vocational. I hold no brief against vocational education, but one does feel that the background is too narrow—too narrow for citizenship of the world as we see it developing today.

I may have given an impression that there has been little discussion of the future of universities in England. It would be wrong to do so, for there have been theorists in plenty. They extend from Sir Walter Moberly, who, in "The Crisis in the University," pleaded for a Christian basis in the universities. He wrote the book immediately on his retirement from the chairmanship of the University Grants Committee. They extend to Prof. Bernal, who writes frankly as a scientific Marxist. They include the works written by the late Prof. Allison Peers, who wrote under the pseudonym of Bruce Truscot. His book about "Red Brick" has had wide popularity in England, and it has been read, I understand, by some in the United

States as well. I think it a bright, provocative, entertaining, challenging, but, ultimately, false book. It emphasizes the contrast between Oxford and Cambridge and the newer universities by suggesting that the old universities had all the charm and grace and tradition and the beautiful buildings, while the newer universities are ugly, utilitarian, and built of an unsightly red brick. The thesis is false because it leaves out Scotland, where the university tradition is centuries old, and it ignores London. "Bruce Truscot" admits that he makes these omissions, but that does not put his argument right. University College, London, is not red brick, even architecturally. It has one of the largest classical porticos in England. We may not have all the graces, but in research, in the development of modern studies, social studies, psychology, the natural sciences, and technology we can look the old universities straight in the face and say that we gave a lead.

We gave a lead in other and more fundamental ways. The problem of England has been the problem of privilege, the cult of exclusiveness, which on its social side is snobbism, and the infinitude of problems that come from a centuries-old civilization, "punch-drunk" with tradition. University College in 1828 was started to break up all that. At that date, you could not take a degree at Oxford and Cambridge unless you were a member of the Church of England. The Catholic, the atheist, the Jew, the Dissenter were all excluded. University College opened its doors to all. It was to be a college for secular studies where no test, no prohibition of race or creed would count. The only test was one to show an adequate standard of general education to benefit by university studies. A little later we opened our doors to women. I regret to say that it was a little later. But in all these matters we gave the lead to Oxford and Cambridge.

I must not deal with history. The future is so much more important than history, but may I recall that University College, London, created these freedoms because a poet, Thomas Campbell, went to Germany in 1826 and saw how well the Catholics and Jews fitted in during that period in the German universities? It is a sad comment to reflect how different things are in our own century.

What of the future? The contrast between your problem here and ours in England is enormous. The U. S. is a very large country, a very wealthy country, and very underpopulated. We are very small, very poor, and very overcrowded. Greater London alone has a population as large as a 15th of the United States. We, in England, must develop scientifically and technologically just to live. You have suffered in war, but you have not seen your university buildings reduced to a shambles around you. Your state universities have a fierce state control, of course (at least I imagine so), but you still have the wealth to maintain a large number of independent, or largely independent, universities.

I would conclude by stating what I regard the two most outstanding problems in university education in England. One I have already mentioned. It is the danger that our dependence on the state financially may lead to state control. The country does not want it. I doubt if our politicians want it. It will come about, if it does, by a bureaucratic fight between the Treasury, our finance department, and the Auditor General's Department. The battle is going on even during these present months. No ideological question is involved. But the success of bureaucracy will mean that our scientists will be turned into accounting clerks. But this battle, although it is being fiercely waged, is still not lost.

The other question is one which is less domestic, one which must touch you here more closely. The departments, even in our comparatively small universities, are becoming so large that it is alleged that the universities as a whole are ceasing to be communities. Socially, I think, there is little in this. Intellectually it is unwise to assume that the only things undergraduates learn is what they learn during hours of formal instruction. If a student does not learn something just by being a citizen of New York or of London, there is something wrong with the mental curiosity of that student. I think it is desirable, though, to make some positive effort to bring the senior members of the university together in discussion. At University College, we have formed a Communication Centre through which senior members of the college explore the problems of communication as they affect different studies. We have had some success. I have seen biologists, philosophers, humanists, psychologists, and others in discussion together.

We have much to learn here in the United States. I welcome every opportunity of coming to do so.

Federal Aid to College Students[1]

By CHARLES A. QUATTLEBAUM
Principal Specialist in Education
Legislative Reference Service, Library of Congress

WITHIN THE LAST several years interest in existing and proposed programs of Federal aid to students for higher education has been increasing. Dozens of bills proposing some form of student assistance were introduced into the 84th Congress. The question of establishing a national scholarship and fellowship program or some other new, broad program of Federal aid to students has become an issue of major Congressional concern.

A number of writings and events within recent months have contributed to the development of the issue or may affect consideration of it. Particularly, attention given to our national shortages of scientific, engineering, and other professional personnel has led to proposals for Federal action to reduce the shortages. For example, an article by Ernest O. Melby (*Nation's Schools,* Jan., 1956) took note of the vital relationship between our country's educational problems and the survival of freedom. He deplored the enormous "waste from noncollege attendance by competent people." He advocated Federal and state scholarships in professions in which there are serious shortages. In a special message on education to Congress, Jan. 12, 1956, President Eisenhower stated: "Shortages now exist in medicine, teaching, nursing, science, engineering, and in other fields of knowledge which require education beyond the level of the secondary school." Without reference to Federal financial aid to students on this occasion, he maintained that "higher education is and must remain the responsibility of the States, localities, and private groups and institutions." However, on Veterans Day in 1954, he had said, in substance, that, in order to compete with the Soviet Union's output of scientists, our Federal Government could, and possibly would have to, establish scholarships.

The President's Jan.12 message also announced his intention to appoint a committee "to lay before us all the problems of education beyond high school, and to encourage active and systematic attack upon them." On April 19, the White House announced a 33-person "President's Committee on Education Beyond the High School." On May 15, the President sent the House of Representatives a request for a supplemental appropriation of $300,000 for the work of the committee. The justification for the appropriation reads in part as follows: "Among the problems to be studied by the Committee will be those . . . of meeting shortages of scientists, engineers, and other professions; and of insuring that students with talent continue their education until they develop to the fullness of their capacities." It seems reasonable to conclude that the committee will consider proposals for Federal aid to students and perhaps will make recommendations concerning them.

Last April 4, the White House appointed the National Committee for the Development of Scientists and Engineers. The committee's responsibilities were outlined in a letter from President Eisenhower to the chairman of the group. Its principal responsibilities are: to identify the problems connected with the development of more highly qualified scientists and engineers; to enlist the co-operation of all interested individuals and groups in analyzing problems and developing programs; and to make available information on effective ways of overcoming obstacles to training this type of manpower. It seems likely that proposals for Federal aid to students for scientific and engineering education will come within the scope of this committee's deliberations and may be dealt with in its subsequent recommendations.

Two other events which might affect consideration of the question of Federal aid to students occurred last April. One was the holding of hearings by the Subcommittee on Research and Development of the Joint Committee on Atomic Energy. In testimony before the subcommittee,

[1] This article is based upon certain parts of the author's comprehensive, analytic report, "Federal Aid to Students for Higher Education," which was printed in June, 1956, for the use of the Committee on Education and Labor, U. S. House of Representatives. Copies of the 191-page report will be available free from the committee as long as the supply lasts.

former U. S. Senator William Benton, past representative of the United States in international conferences, said: "What we require today, and at once . . . is a crash program. How can this be launched, and at once? It seems to me that the beginning of such a crash program must consist of Federal scholarships on a vast scale." The other was the distribution of many copies of a committee print of the Joint Committee on Atomic Energy, entitled "Engineering and Scientific Manpower in the United States, Western Europe, and Soviet Russia." The preface, by Rep. Melvin Price, chairman, Subcommittee on Research and Development, states: "One way to emphasize Government determination to meet the requirements [for trained scientific and technical manpower] would be to appropriate Federal funds to expand the scientific departments and engineering schools of the universities and to provide scholarships for bright young high school graduates willing to enter these fields. I think this is a prime requisite."

In May, 1956, two publications of the U. S. Office of Education, *School Life* and *Higher Education*, contained articles on proposals for Federal aid to college students. Both articles described the various student-aid bills pending in Congress. Various conferences concerning the problems of helping qualified students pursue higher education and proposals for Federal aid to students were held within the Office in 1956.

The occasional introduction of student-aid bills into the 84th Congress continued almost until its adjournment. Within the latter months of the second session, some members of Congress spoke for the bills they were introducing. In July, Congress enacted the Elliott bill (H.R. 12237) to encourage and assist the states in the establishment of state committees on education beyond the high school. The act (Public Law 813, 84th Congress) begins as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That the Congress hereby finds and declares that the impending great increases in enrollment in higher education institutions, the great national need for increased numbers of scientists, engineers, teachers, technicians, nurses, and other trained personnel, the rapid changes in conditions which necessitate additional education for many adults, and the dependence of the national security on the research and advanced preparation provided by educational institutions, *the impact of the military services on youth* combine to make it imperative that immediate stimulus be given to planning and action throughout the Nation which will meet adequately the needs for education beyond the high school.

Considered together, these writings, Presidential appointment of committees, Congressional actions, and other events indicate the atmosphere in which the issue of Federal aid to students for higher education is growing.

The emphasis has been upon the nation's need for more scientific, engineering, and other professional personnel. However, some of the most outstanding proposals for a program of Federal aid to students are not aimed merely at increasing the nation's supply of such personnel. Some persons have expressed the belief that overemphasis on scientific and engineering training, to the neglect of other aspects of education essential to the maintenance of our form of government and culture, would be a national disaster.

In this connection, the result of the freedom of choice of the course of study allowed veterans is significant. Available data reveal that, of about 2,895,000 World War II and Korean veterans who selected fields of study at college level, 24% chose training in engineering, medical, physical, and natural sciences.

In an addres before the Higher Education Group[2] in Washington, Oct. 11, 1955, Arthur S. Fleming, Director, Office of Defense Mobilization, discussed the need for more, highly developed manpower. He declared that the United States must remain strong to maintain peace by deterrence. He said that the nation has a critical need for more scientists, but also a need for more persons well trained in the art of human relationships.

The need of the nation for the full development, through education, of its most valuable human resources—the talents of its most gifted and competent youth—is fairly evident. However, the question of how this need should be met leads to controversy. Insofar as this study is concerned, the controversy may be summarized in the questions: "Should the Federal Government establish a new program of Federal aid to students for higher education?" "If so, what should be the nature and extent of the program?" There are many subsidiary questions.

[2] An organization of college and university administrators, government officials, and other persons interested in higher education in the Washington, D. C., area.

Proponents of Federal aid to students for higher education have advanced arguments such as these:

The national welfare requires the full development, through education, of the nation's most valuable human resources—the talents of its competent youth. Shortages of highly trained scientists and engineers threaten our national survival. Shortages of well-educated people in other fields retard our improvement of human relationships—domestic and foreign.

A major reason for failure of competent youth to graduate from college is lack of adequate finances. The Federal Government should remove financial barriers to the higher education of the nation's competent youth because it is the only agency in a position to do this; the national interest demands it; there is ample precedent for it; it is not being accomplished otherwise; and it would not lead toward Federal control over education.

Arguments advanced by opponents of Federal aid to students for higher education have included these:

The nation's shortage of college graduates in fields important to our national survival is temporary and will soon be overcome, as is indicated by the growing college enrollments.

There is no justification for governmental financing of the higher education of the few at the expense of the many.

Federal aid would not induce enough competent youth to attend college. There are many reasons why some would not attend.

If further governmental aid to students is needed, it should be provided by the states rather than by the Federal Government because the state governments are in better financial condition; education is primarily a function of state and local governments; and Federal aid to students would lead toward Federal control over education.

Synthesis of Traditional and Functional Subjects

By HOWARD PUTNAM
Brenau College, Gainesville, Ga.

FOR A LONG TIME there has been a dispute over the relative emphasis to be given in the curriculum to the traditional subjects, typified by the three R's, and to the functional emphases, or the approach in terms of life problems. To become acquainted with the basic subjects and to master the skills involved in them is one of the major functions in the life of the pupil. Thus, the functional curriculum is redefined to avoid the false alternative subordinating either the life-problems emphasis or that of the older school subjects. We can have a strong emphasis upon both in a unified harmonious scheme of values if the academic subjects are viewed as performing a function directly in their own right.

Even if we find a satisfactory synthesizing principle, we still need to examine the role of the school subjects in society for a well-rounded perspective. The traditional subjects and the functional emphases in the curriculum represent knowledge-producing and -distributing activities in society. Knowledge in the academic subjects is derived from research in the sciences and the humanities—in universities, laboratories, or studios.

There are also intellectual activities concerned with non-traditional knowledge, such as the research done by a factory to find more efficient methods of production. The emphasis is upon the life problem of running that factory effectively. Another example is the research by a guidance bureau to help people to choose a vocation.

Both the knowledge-gathering and the knowledge-applying activities are intellectual processes in which data are assembled and organized. Further inquiry reveals that a dynamic process is taking place here. Data flow from the original knowledge-mining (sciences and humanities) to the knowledge-applying activities (solving problems of society and of the individual).

For instance, in attacking production problems for the factory, research workers may draw upon physics, economics, and art and reorganize the data in a new functional form. The research worker in vocational guidance does the same thing. In society there is a unity of the academic and functional subjects through this flow of knowledge from mine to consumer.

Thus, there is the unity of the academic and functional subjects in society's activities relative to meeting the functional needs of society and of the individual for knowledge applied to their main types of problems. This societal view may help to give a satisfactory perspective about the relation of the traditional and functional subjects in the curriculum. Arithmetic, then, is one of the academic subjects, whereas health is one of the functional ones. Both represent organized knowledge, but in society they perform different roles.

To understand the relation of academic and functional subjects to education in society, we must define the role of education in society. Education performs several roles in the flow of data from producer to consumer of knowledge: that of a social science, as an original producer of data; in the solving of functional problems, that of a social organization and that of an influence on the individual.

The deriving of knowledge in the arts and sciences, with its application to practical problems, can be described collectively as research activity. Education is in the middle of this activity, and a philosophy of research is a picture of what is going on about the heads of educators. To understand the work of education as an institution in society, we need to understand the work of research as an institution in society.

The traditional subjects perform in the curriculum the function of acquainting students with the original springs of data which flow through a reorganizing process to application in fulfilling the problem-solving functions of the individual and of society. The three different roles played by education should be clearly distinguished in this societal process, if we are to delineate the whole story of the relationship of the academic and functional branches of knowledge in educational activities. This broadly functional synthesis of traditional and functional subjects, in society and in the curriculum, may offer a unifying principle for educational planning.

REPORT

Canada's Crisis in Higher Education

A SERIES OF DISCUSSIONS, which have been called "the most significant conference on higher education ever held in Canada," were conducted, Nov. 12-14, 1956, in Ottawa. These soul-searching sessions were attended by 150 delegates from all the Canadian universities, from the provincial and federal governments, and from business, industry, and labor. In addition, there were distinguished observers and experts in education from the United States. Sponsored by the National Conference of Canadian Universities and financed by the Carnegie Corporation of New York, the discussions were designed to focus the attention of all Canadians on problems that are plaguing our universities and colleges.

There were 15 papers prepared by university personnel and distributed to delegates in advance of the meetings. In five sessions, the delegates presented synopses of these papers and held discussions about each. The sessions were categorized as follows: Educational Structure, Technological and Scientific Education, the Use of Human Resources, Problems in Securing Staff, and Finances.

A statistical picture of the future of each university was presented, including precise forecasts of university enrollment, operating cost, and capital requirement over the next 10 years. During this period, it was found, enrollment across the Dominion will rise by nearly 100% (65,300 to 123,600 students), faculty must be increased proportionately, operating costs will double (to over $100,000,000), and $285,000,000 in additional buildings will be needed. A number of delegates emphasized, moreover, that these were conservative estimates.

An unusual degree of public attention was given the conference, which almost amounted to a revolution in the expression of public opinion on Canadian universities. For the past few months there had been a unanimity of opinion from coast to coast in editorial comment. Newspapers had been ahead of government and busi-

ness in advocating support of the universities.

This, then, was a fitting climate for the two-fold announcement made by the Right Honourable Louis St. Laurent, Prime Minister of Canada, at a dinner address during the conference. He announced that a plan to create the Canada Council, proposed by the Massey Commission five years ago, will be submitted to the next Parliament for approval. Half of the $100,000,000 grant which would be voted for this purpose would serve as an endowment for the council in its work of stimulating voluntary organizations in the arts, humanities, and social sciences, including scholarship assistance for university students. The other $50,000,000 would be used by the council to make "capital grants to universities in Canada equal to 50 per cent of the cost of specific building or capital equipment projects, with appropriate regard to the population of each province." Parliament also would be asked to double federal grants to universities to $16,000,000 from $8,000,000 (based on total population at $1.00 per capita) provided that the National Conference of Canadian Universities would undertake the distribution. This the conference agreed to do.

Resolutions passed by the conference incorporated the following suggestions: that the problem of the universities has become an emergency of grave national concern and can be solved only by the energetic and immediate assistance of all governments in Canada, of business and industry, and of private benefactors; that all universities and colleges in Canada should be able to benefit from the Prime Minister's proposals (Province of Quebec universities have not received federal grants since 1952 because of provincial political attitudes); that income and succession duties taxes, both federal and provincial, be revised to provide more inducement to citizens, to business, and to industry to make larger and more frequent grants to universities; that special housing legislation be passed to permit loans to universities on the most favorable terms possible for construction of student residences and housing for married students and staff on a self-liquidating basis; that the N.C.C.U. be urged to work in close co-operation with the recently established Industrial Foundation on Education; that the ratio of students to staff must not be allowed to increase in spite of increasing enrollments, and that the educational profession must be made more attractive through better salaries to encourage able young men and women to enter it; that every effort be made to identify, encourage, and support young people who have the will and ability to profit by further education; and that more institutes for vocational and technical training be established at non-university level.

C. T. Bissell
President

Carleton College
Ottawa, Canada

CORRESPONDENCE

TV as College Teacher

It is news when a highly reputable newspaper, with a deep interest in educational progress, features the headline "TV Scholars Top Campus Students." The sound is enticing and exciting. One reads further that " . . . persons who took [psychology] courses via television made better grades than those on the campus," this opinion being based on "examinations of 50 students from each class."

The reporting professor's first conclusion was that "TV students were smarter," but the intelligence tests administered showed, on the average, less "brain power" than campus performers. A final statement to the newsman was: "We are left with the interesting possibility that there is something about TV teaching that is superior to conventional classroom teaching."

One who is experienced in educational matters will want to raise many questions. We admit the danger in criticizing a newspaper account of a professor's experiment. There are too many omitted details which should be fully known. We also note the cautious use of "possibility." And it is well to be wary.

The classes, compared in performance, were different. We do not know their background, training, experience, general culture, age, occupational status, and many other factors. We may say both groups were representative cross sections. The fact remains, it would seem much more to the point to take the same class for a period of consecutive days, exposing it first to the person-to-person contact, then to repeat the process for a like period of time with TV under as identical conditions as possible.

One would have to use different contents or material for the two exposures, thus introducing a variable. But if the test of the result is merely to measure how well facts were remembered, it would hardly do to repeat the same facts. Therefore, this factor would have to be under less strict control, although a similar content could be fairly well selected.

Next, there are those examinations. The TV method rules out rather well a considerable number of techniques which have real value in judging exactly what proficiency or what skill has been mastered by the *student* as he participates. Has he had an opportunity to discuss questions raised, to show his originality, his reasoning quality, his aptitude in organization and presentation of a topic to his classmates by himself? Is it a mass medium for information absorption, to be forgotten as soon as repeated on paper, that we are seeking? Perhaps inevitably so, where classes run into the hundreds. But is the professor *teaching?* And is the recipient becoming *educated?* Why is TV teaching more effective and how? Are we judging on the basis of what items are remembered as they were given? Or are we dipping into the hidden resources of the human mind to find out what it is capable of doing?

Have we created a mind so conditioned through the formative years by the moving picture that it is challenged less by the animate human presence than by its likeness on a screen? Is sitting for 50 minutes so restrictive and so deadening in itself that the deck is stacked against us to begin with? It hardly seems possible. In biology, for example, we have a wealth of visual aids and devices for creating interest

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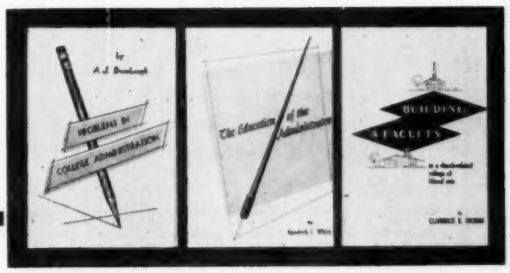

that can be taken into the classroom: films, slide projections, charts, models, experimental demonstrations. Much of this also can be had from the studio. But where is it better to see organisms, living or dead, than in the biology lecture room and laboratory? How can TV substitute for the latter even in psychology? Does not the student gain much of value when he does a project himself—assembles, organizes, handles his own materials?

It would be a mistake to discredit television as a device for imparting of ideas. It is a potent tool within the home for the creation of definitely cultural values. If we cannot go to the far corners of the earth for discovery and mental exercises, programs wisely selected will bring much of the world to our living room. It has been demonstrated many times that teachers are not indispensable in securing an education. But, as long as they are going to be around to get underfoot, they should capitalize upon their talents as much as possible. And it seems to have been fairly well shown that some alert professorial intellects can, some of the time, spark the slumbering student mind into action with a touch that is electric, independent of switch boxes nicely wired to household appliances.

CHARLES E. PACKARD
Randolph-Macon College
Ashland, Va.

EVENTS

The College Instructor and Educational Television

THE INAUGURATION in March of live daily broadcasts of television programs in mathematics, social studies, opera, and drama is another in a series of significant developments directing attention to the growth of television as an educational medium. Offered by the National Broadcasting Co. in co-operation with the Educational Television and Radio Center of Ann Arbor, Mich., these programs present authorities in the various fields as instructors. Those who do not see the live broadcasts will be able to see them through the medium of kinescope recordings.

College administrators and professors have been concerned for some years with the possibilities of television, especially the closed-circuit programs. Experimental classes have been organized at about a score of institutions to determine the feasibility and value of closed-circuit instruction. The evidence, at this stage, is not clear-cut.

Academicians have recognized that educational television is a challengingly new teaching procedure, but many of them have been insisting it should not be permitted to replace the valuable person-to-person relationships in the classroom. It is entirely possible to make good use of ETV in such areas as experiments by outstanding scientists, talks by national and international figures, records of important current events, and the like. Caution must be exercised, however, that ETV not be used as a substitute for the teacher. ETV should be called upon, as radio and the films have been, whenever it can do what the teacher himself cannot. As a supplementary teaching device, it can surely be helpful in colleges and universities.

There are some pressures, from within and without the university, for a quicker adoption of ETV. It is possible that some will bend with pressure and will make excessive or premature use of television in instruction. Such an institution will be a far cry from that of Socrates, Abelard, Vossius, and Mark Hopkins.

New volumes, reports, researches, and articles on ETV are being published with increasing frequency. The discriminating teacher and administrator will sift through them and keep his mind open. Neither blind acceptance nor unreasonable opposition will advance the cause of higher education.—W.W.B.

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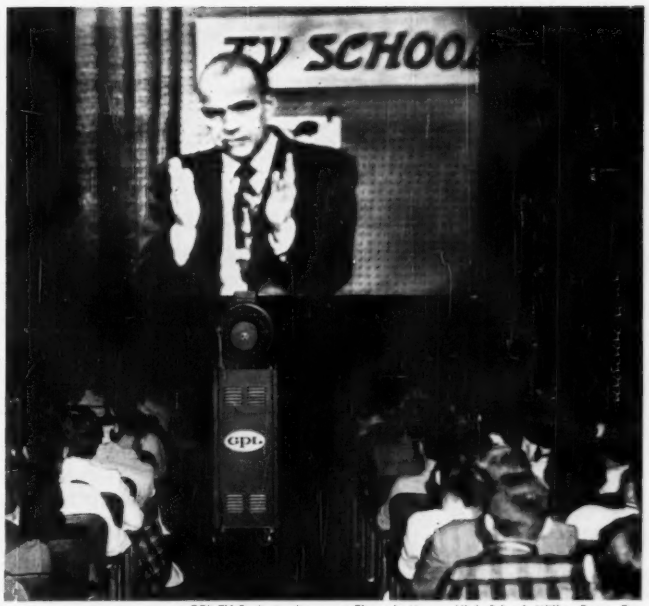

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are introducing a sequence of three one-semester graduate courses in "Mathematics for the Social Scientist." The courses will furnish a reading knowledge in mathematics, emphasize principles rather than computing skill, apply these principles to concrete examples from the various social sciences, show how similar problem patterns appear throughout all the social sciences, and will discuss ways to determine what problems cannot be solved mathematically at all. Mathematical precision and exact definition will be stressed. Conventional mathematics courses are not suitable for this purpose, yet the need for some proficiency in mathematics grows, as each year brings more publications in the social sciences which are useless to persons without some background in mathematics.

Prof. Harry Pollard, department of mathematics, is directing the project. The Social Research Center sponsored preliminary work in preparing course material and is underwriting some of the assistance needed in connection with the course.

Graduate students from any of the social science departments are admitted to the courses, and the only prerequisites are high-school algebra, geometry, and trigonometry. The three courses will not duplicate the subject matter of such courses as statistics and econometrics but will offer a good background for these courses and for further courses in mathematics.

U. S. A. COMPARED WITH U. S. S. R.

IN AN ADDRESS to the student body, Chatham College (Pittsburgh, Pa.), Sept. 18, 1956, Pres. Paul R. Anderson included the following remarks:

"In recent months a horde of observers have assailed our eyes and ears with reports that Russia is producing engineers faster than the United States. In this age of specialization, they warn us, the Soviets are outproducing us in specialists; they are amassing skills at a rate greater than ours. In the eyes of such prophets we are headed for second place in this grim 'world series.'

"These Jeremiahs . . . arrive at their melancholy conclusions by limiting their comparisons to certified engineers. They ignore the stream of graduates with non-technical degrees flowing steadily from our colleges and universities—a torrent compared with Russia's trickle. These graduates, many of them excellently grounded in the sciences, have also been prepared for leadership as *whole* men and women, endowed with warmth, curiosity, and understanding. We are way ahead of Russia in the production of brain power, and we can be thankful we are producing men and women, not automatons. One of the basic reasons we are where we are as a nation is that we believe in the social results of liberal education."

INEXPENSIVE BOOKS FOR ETHIOPIANS

UNESCO—MASS PRODUCTION of books in Amharic, the principal language of Ethiopia, has been made possible by the adaptation of the complicated Amharic script to mechanical typesetting. Over a number of years, printers and typographic experts have been studying the problem of designing a Linotype machine for printing Amharic. The task was difficult, since the modern Ethiopian language comprises 231 standard letters ("syllables"), and care had to be taken to preserve the traditional calligraphic character of the script and to achieve the right weight, Amharic being naturally "heavy" in comparison with normal Roman face. The new machine is now in operation, and the first work to be composed on it was part of the Gospel according to St. John, produced at a printing plant in Addis Ababa.

Characters for printing texts in the Amharic language have existed since the 16th century, but slow hand-setting methods were so expensive that books have been beyond the means of the great masses of people. More economical and speedier composition on Linotype machines will have an important effect on literacy and educational programs in Ethiopia.

Educational Ticker Tape . . .

(*Continued from page* 98)

rollments are expected and it is not considered practical to complete the exams during orientation week . . . **Rhode Island School of Design** (Providence) will institute a program of graduate study leading to the M. S. in art education, effective this Sept. The new program, the first of a graduate nature ever to be offered by the school, will be administered by H. Jonathan Greenwald, chairman, Division of Teacher Education.

NEW POSTS . . .

Jack T. Johnson, provost, Hofstra College (Hempstead, N. Y.), named to the newly created post of vice-president, effective July 1 . . . **Fred H. Fenn,** professor of engineering mechanics and director, University College, Louisiana State University, will become dean, College of Engineering, upon the retirement of Leo J. Lassalle, July 1 . . . **G. Bruce Dearing and James C. Kakavas** appointed dean and associate dean, respectively, School of Arts and Science, University of Delaware. Dr. Dearing is presently associate professor of English literature, Swarthmore (Pa.) College, and Dr. Kakavas is serving as acting dean at Delaware until the former arrives on July 1 . . . **Mark Barlow, Jr.,** assistant dean of men, Cornell University, will assume duties as dean of students, Wesleyan University (Middletown, Conn.), effective in June.

John H. Gaeth, former director, Hearing Clinic, Northwestern University (Evanston, Ill.), named professor of speech and director, Hearing Clinic, Wayne State University (Detroit) . . . **Walter A. Snickenberger and Jean-Jacques Demorest** appointed registrar and head, department of Romance literature, respectively, Cornell University, effective July 1 . . . **Gerald F. Else,** professor and head, department of classics, State University of Iowa, will become professor of Greek and Latin and chairman, department of classical studies, University of Michigan, effective July 15 . . . **Lionel McKenzie** appointed professor of economics and chairman of the department and **Eric C. Vance** promoted to professorship of business administration, University of Rochester (N. Y.), effective Sept. 1. Prof. Vance also named acting chairman, department of business administration.

Raymond V. Dunmire will become librarian in addition to his duties as director of audio-visual education, Thiel College (Greenville, Pa.), effective this summer . . . **Richard N. Frye,** associate professor of Middle Eastern studies, named the first Aga Khan Professor of Iranian, Harvard University, effective July 1. Endowed by the Aga Khan, the professorship will be devoted to the history and civilization of Iran . . . **A. C. Hanford,** dean of Harvard College (1927-47) and professor of government since 1930, will retire this summer and become professor emeritus of government . . . **Roger Hazelton,** Abbot Professor of Christian Theology, Andover Newton Theological School (Newton, Mass.), appointed John Knox McLean Professor of Religion and chairman of the department, Pomona College (Claremont, Calif.), effective this fall.

Promotions at Barnard College, Columbia University: John Day to professorship of Greek and Latin; to associate professorships, Clara Eliot (economics) and Margarita U. Da Cal (Spanish); and Richard Norman to assistant professorship of English—all effective July 1 . . . **James L. Malfetti,** associate director, the American Assembly, Columbia University, appointed associate professor of education to direct the new Traffic Safety Research Project at the university's Teachers College, effective Aug. 1 . . . **John C. Baker,** president, Ohio University (Athens), appointed chairman of a 12-member Commission on Education Beyond the High School created

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by Ohio Gov. C. William O'Neill to study problems facing higher education in the state . . . **Donald M. MacKenzie,** staff director, Illinois Higher Education Commission, named associate secretary, Commission on Colleges and Universities, North Central Association of Colleges and Secondary Schools.

Stanley C. Allyn, president, National Cash Register Co., appointed to the U. S. National Commission for UNESCO . . . **Francis H. Horn** has resigned as president, Pratt Institute (Brooklyn, N. Y.), effective Aug. 15 . . . **William B. Dunseth** has resigned as vice-president, Park College (Parkville, Mo.), effective July 1, and will assume duties as director of public relations and development, Hampden-Sydney (Va.) College . . . **Thorndike Saville,** dean, College of Engineering, New York University, for the past 20 years, will retire with the start of the 1957 fall term . . . **Joseph G. Cohen,** dean, Division of Teacher Education of the municipal colleges of New York City, will retire Sept. 1.

COMING EVENTS . . .

Fourth Annual Conference on International Education, the New Lincoln School, New York City, April 13. Theme: "Richer by Asia" . . . **Study Conference,** Association for Childhood Education International, Los Angeles, Calif., April 21-26. Theme: "That All Children May Learn" . . . **Fourth Annual Conference on Comparative Education,** sponsored by New York University's School of Education and Comparative Education Society, New York University, Washington Square, New York City, April 26. Theme: "Comparative Education and Foreign Educational Service."

RECENT *Publications*

The following are 1956 editions, except where indicated otherwise

LOVEJOY, CLARENCE E. *Lovejoy's College Guide.* Pp. 266. Simon and Schuster, New York 20. $1.95 (paper), $3.95 (cloth).

MASSIE, LILLIAN, *et. al.* (editors). *The Major in English.* Pp. 120. Arkansas Experiment in Teacher Education. 1500 W. 4th St., Little Rock, Ark.

MILES, LELAND. *Americans Are People.* Pp. 186. Twayne Publishers, New York 3. $3.00.

NOBLE, JEANNE L. *The Negro Woman's College Education,* pp. 163, $4.25; PENTY, RUTH C., *Reading Ability and High School Drop-Outs,* pp. 93, $2.75. Bureau of Publications, Teachers College, Columbia University, New York 27.

OFFICER, JAMES E. *Indians in School: A Study of the Development of Educational Facilities for Arizona Indians.* Pp. 148. Bureau of Ethnic Research. Published by University of Arizona, Tucson. $2.50.

RIESMAN, DAVID. *Constraint and Variety in American Education.* Pp. 160. University of Nebraska Press, Lincoln 8, Neb. $2.75.

ROBERTS, DOROTHY M. *Partners with Youth: How Adults and Teen-Agers Can Work Together.* Pp. 175. Association Press, New York 7. $3.50.

SAMUEL, MAURICE. *The Professor and the Fossil: Some Observations on Arnold J. Toynbee's "A Study of History."* Pp. 268. Alfred A. Knopf, New York 22. $4.00.

SCHREIBER, FLORA R. *Your Child's Speech: A Practical Guide for Parents for the First Years.* Pp. 256. G. P Putnam's Sons, New York 16. $3.50.

SOCIETY AND EDUCATION

by *Robert J. Havighurst* and *Bernice L. Neugarten,*
both of the University of Chicago

Written by two members of the Committee on Human Development at the University of Chicago, this new text presents the results of fifteen years of research on such vital topics to educators as the social class structure of America and the relations of the school to the social structure; race relations; the effects of the peer group and youth-serving agencies such as the Scouts, YMCA, church organizations, comics, TV upon the child and adolescent.

The book examines the educational system from two points of reference: first, how it acts as the agent of the society it serves; second, how the school influences the social development of the child. It includes chapters on new topics just now coming into the field—topics such as the social life—space of the child, increased heterogeneity in social origins of teachers, the career lines of teachers and so on.

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